

Meeting:	Health and wellbeing board
Meeting date:	Monday 14 October 2019
Title of report:	Herefordshire's Better Care Fund (BCF) and integration plan 2019-20
Report by:	Director of adults and communities

Classification

Open

Decision type

This is not an executive decision

Wards affected

(All Wards)

Purpose and summary

To approve Herefordshire's better care fund (BCF) and integration plan 2019-20.

The BCF is a national programme across both local government and the NHS which seeks to join-up health and care services, so that people can manage their own health and wellbeing, and live independently in their communities for as long as possible. In summary, the report identifies the following points:

- the four key national conditions and national metrics for the BCF remain consistent from 2018-19;
- Herefordshire partners remain committed to working together to deliver a local system 'where strong communities encourage individual citizens to live healthy lives and offer support when this is required for them to maintain their independence, with sustainable, aligned health and care services for local people';
- The council and NHS Herefordshire Clinical Commissioning Group (CCG) continue to work together to deliver on the key priorities within the plan to achieve service redesign and improve the delivery of service in order to achieve the priorities of the health and wellbeing strategy in the most cost effective way;
- Herefordshire's BCF and integration plan 2019-20 details the local approach to integration, plans to achieve metrics and plans for ongoing implementation of the high impact change

model (HICM) for managing transfers of care. The plan maintains the key schemes identified in the 2017-18 submission; and

- the plans are intended to move our health and social care system to a new service model in which patients get more options, better support and properly joined up care at the right time in the optimal care setting will support communities to remain within their own homes and reduce the need for hospitalisation and long-term care.

Recommendation(s)

That:

- (a) **the Herefordshire Better Care Fund and integration plan 2019-20 at appendix 1 be approved.**

Alternative options

1. The board could decline to approve the submission. Although, in accordance with national deadlines, the content of the plan has already been submitted, the board may request changes prior to formally approving the plan on the basis of improving alignment with strategic plans and priorities or to provide further efficiencies. It is a national condition that the plan is approved by the health and wellbeing board (HWB). If it is not approved then the national BCF escalation process, as detailed within appendix 3, will be implemented to support and ensure compliance.

Key considerations

2. Partners throughout the health and social care system in Herefordshire continue to be committed to working together to deliver a local system 'where strong communities encourage individual citizens to live healthy lives and offer support when this is required for them to maintain their independence, with sustainable, aligned health and care services for local people'.
3. The better care fund (BCF) provides a mechanism for joint health, housing and social care planning and commissioning. It brings together ring-fenced budgets from Clinical Commissioning Group (CCG) allocations, and funding paid directly to local government, including the Disabled Facilities Grant (DFG), the improved Better Care Fund (iBCF) and the Winter Pressures grant.
4. The BCF in 2019-20 will continue to provide a mechanism for personalised, integrated approaches to health and care that support people to remain independent at home or to return to independence after an episode in hospital.
5. The BCF and integration plan is the health and social care strategic and delivery plan for Herefordshire and is therefore fully aligned with the joint local vision for the county. The BCF plan is also aligned to a number of other key plans including the Herefordshire public health plan, adults and communities plan, health and wellbeing strategy, Talk Community plan and the CCG operational plan.
6. The BCF guidance (appendix 3), issued during July 2019, sets out national conditions which are the key requirements for the better care fund plan 2019-20, these are:
 - a) That **a jointly agreed BCF plan**, must be signed off by the health and wellbeing board (HWB), and by the constituent council and clinical commissioning group (CCG);

- b) A demonstration of how the area will **maintain the level of spending on social care services** from the CCG minimum contribution in line with the uplift to the CCG's minimum contribution.
 - c) That a specific proportion of the area's allocation is invested in **NHS commissioned out of hospital services**, which may include seven day services and adult social care; and
 - d) That a clear plan on **managing transfers of care**, including the implementation of the high impact change model (HICM) managing transfers of care is in place. As part of this, all HWBs must adopt the centrally-set expectations for reducing or maintaining rates of delayed transfers of care (DToC) during 2019-20 into their plans.
7. The BCF policy framework (appendix 2) sets out the four national metrics for the BCF 2019-20, as follows:
 - a) non-elective admissions (specific acute);
 - b) admissions to residential and care homes;
 - c) effectiveness of reablement; and
 - d) delayed transfers of care (DToC)
 8. The continuation of the national conditions and requirements of the BCF from 2017-19 to 2019-20 provides opportunities for health and care partners to build on their plans from 2017 to embed joint working and integrated care further.
 9. Herefordshire's BCF submission, at appendix 1, details the local approach to integration, plans to achieve metrics and plans for ongoing implementation of the HICM for managing transfers of care. The changes between the previous plan and the 2019-20 plan are minimal. Partners across the system are continuing to work together towards their shared vision. As per the requirements for the national programme, this was submitted by the national deadline of 27 September 2019. A regional assurance process will be undertaken by 5 November 2019 and approval letters should be received week commencing 18 November 2019.
 10. The section 75 agreement and the approval of the 2019-20 BCF spend will be taken to cabinet on 28 November 2019.
 11. At a strategic level, the BCF and integration plan intends to support the One Herefordshire alliance to achieving the following aims:
 - a) to improve the health and wellbeing of everyone in Herefordshire by enabling people to take greater control of their own health and the health of their families and helping people to remain independency within their own homes and communities;
 - b) to reduce inequalities in health (both physical and mental) across and within communities in Herefordshire, resulting in additional years of life for citizens with treatable mental and physical health conditions;
 - c) to improve the quality and safety of health and care services, thereby improving their positive contribution to improved wellbeing and enhancing the experience of service users; and
 - d) to achieve greater efficiency, making better use of resources.
 12. Our One Herefordshire Integrated Care model is based on the practice of 'helping you to help yourself'. We are committed to developing our primary and locality (community

health mental health and social care services) networks and making best use of the resources to support people to live well as close to home as possible, on the principle that 'your own bed is best'.

13. Herefordshire's approach to integrating care around the person includes the Talk Community programme. This is a partnership approach, led by the local authority, which links three fundamental elements to promote and maximise independence and wellbeing within Herefordshire's communities. Talk Community focuses on the people that make up our communities; the place and space, which those communities occupy; and the economy in which those communities work. At the heart of Talk Community is an ambition for innovation to make independence and wellbeing for Herefordshire citizens inevitable.
14. In addition to the prevention and areas identified above, the Herefordshire health and care system are committed to delivering and embedding key integrated areas that have been described in previous plans. These include:
 - a) urgent care investment;
 - b) trusted assessor model for care homes;
 - c) investment and delivery of a D2A model for pathway two and three; and
 - d) increasing and aligning community health and care capacity that supports early discharge and prevents (where possible) admissions to hospital, further investment from 2019/20 BCF will be invested in this part of the system to increase capacity further.
15. The existing governance arrangements for the BCF will remain in place for 2019-20, where the HWB is responsible for agreeing the BCF plan and for overseeing delivery through quarterly reports from the joint commissioning board. The BCF plan and the programmes of integration work that are within the BCF and integration plan are reported to a number of council, system and CCG boards. The integrated care alliance board (ICAB) is overseeing the development of integrated community services across all providers in Herefordshire and includes representatives from Herefordshire Council, Wye Valley NHS Trust, 2gether NHS Foundation Trust, St Michaels Hospice and Taurus GP federation.

Community impact

16. The BCF and integration plan is set within the context of the national programme of transformation and integration of health and social care. The council and CCG continue to work together to deliver on the key priorities within the plan to achieve savings and improve the delivery of service in order to achieve the priorities of the health and wellbeing strategy in the most cost effective way.
17. The BCF and integration plan is aligned and integral to delivering the NHS Long Term Plan by providing services at a locality level and supporting the council's corporate objective to 'enable residents to live safe, healthy and independent lives.'
18. The plans are intended to move our health and social care system to a new service model in which patients get more options, better support and properly joined up care at the right time in the optimal care setting will support communities to remain within their own homes and reduce the need for hospitalisation and long-term care. This will support our objectives of building community resilience and tackling health inequalities.
19. The BCF plan is a critical component of One Herefordshire, and financially supports many of the integration services and redesign. One Herefordshire is our place based

partnership; a five-year integration plan is currently being developed and the vision is for Herefordshire to be a county of healthy individuals living within healthy communities.

20. It will support One Herefordshire partners in improving wider wellbeing and population outcomes, as well as addressing their statutory duties around health inequalities. Citizens have the right to expect their NHS to assess the health requirements of their community and to commission and put in place the services to meet those needs as considered necessary, and in the case of public health services commissioned by local authorities, to take steps to improve the health of the local community.

Equality duty

21. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to -

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
22. The council and CCG are committed to equality and diversity using the public sector equality duty (Equality Act 2010) to eliminate unlawful discrimination, advance equality of opportunity and foster good relations. All equality considerations are taken into account. It is not envisaged that the recommendations in this report will negatively disadvantage the following nine groups with protected characteristics: age, disability, gender, reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
 23. The BCF programme aims to deliver better outcomes for older and disabled people and supports the council in proactively delivering its equality duty under the act. This is through improving the health and wellbeing of people in Herefordshire by enabling them to take greater control over their own homes and communities. There are no negative impacts for looked after children or with respect to the council's corporate parenting role.
 24. Where appropriate, an Equality Impact Assessment (EIA) is undertaken for separate schemes and services that are within the BCF. Where large changes are planned via the BCF, an EIA will be completed.

Resource implications

25. Herefordshire's minimum fund contributions and additional contributions from each partner for 2019-20 are summarised below:

Herefordshire Better Care Fund Financial Summary 2019/20

	£'000
Planned Social Care Expenditure	5,564,774
NHS Commissioned Out of Hospital Care	7,378,088
Total Minimum Mandatory Contribution from CCG	12,942,862
Disabled Facilities Grant (Capital)	1,999,424
Total Pool 1	14,942,286
Pool 2– Additional Voluntary Contributions	
Herefordshire CCG Care Home Package Costs	9,610,521
Herefordshire Council Care Home Package Costs	24,941,863
Total Pool 2	34,552,384
Pool 3- Improved Better Care Fund	
IBCF Grant	5,702,807
Total Pool 3	5,702,807
Pool 4- Winter Pressures Funding	
Winter Pressures Grant	880,614
Total Pool 4	880,614
Total Better Care Fund	56,078,091

26. The Herefordshire BCF and integration plan 2019-20 maintains the key schemes identified in the 2017-18 submission. These include the integrated community equipment store, falls first response service, Home First service, Hospital at Home, brokerage, support for carers and discharge to assess.
27. The Disabled Facilities Grant (DFG) is a mandatory grant provided under the Housing Grants, Construction and Regeneration Act 1996. A clear DFG spending plan is in place, as instructed by BCF requirements.
28. The grant determination for Winter Pressures funding was issued in April 2019. In 2019-20, the grant determination sets a condition that this funding must be pooled into BCF

plans. The grant conditions also require that the grant be used to support the local health and care system to manage demand pressures on the NHS with particular reference to seasonal winter pressures.

29. Grant conditions for iBCF also require that the council pool the grant funding into the local BCF and report as required. Sufficient non-financial resources are also in place to deliver the proposed plan.

Legal implications

30. The Care Act 2014 amended the NHS Act 2006 to provide the legislative basis for the Better Care Fund, which brings together health and social care funding. It allows for the Mandate to NHS England to include specific requirements to instruct NHS England over the BCF, and NHS England to direct Clinical Commissioning Groups to pool the necessary funding. The council is legally obliged to comply with grant conditions, which have been complied with.
31. The agreed budget will be managed through a section 75 agreement between the council and the CCG, which is currently in place until 31 March 2020. The spring budget 2017 provided that the improved Better Care Fund (iBCF) funding for adult social care in 2017-9 must be pooled into the local Better Care Fund.
32. Section 75 of the National Health Service Act 2006 contains powers enabling NHS bodies (as defined in section 275 and 276 of the NHS Act 2006) to exercise certain local authority functions and for local authorities to exercise various NHS functions. The parties entered into a section 75 agreement in exercise of those powers under and pursuant of the NHS Regulations 2000. Once the plan has been formally approved, the section 75 will be updated and signed to cover the duration of the plan.
33. The iBCF is paid directly to the council via a section 31 grant from the DCLG. The Government has attached a set of conditions to the section 31 grant to ensure it is included in the BCF at local level and will be spent on adult social care. The council are legally obliged to comply with the grant conditions set.

Risk management

34. A risk register, specific to the BCF and integration plan 2019-20, has been developed. Risks are also identified and managed through the adults and communities directorate risk register. Key risks are detailed below:

Risk / opportunity	Mitigation
Failure to agree a joint plan and meet the national conditions	Plan has been developed in partnership. Delivery and progress to be monitored on an ongoing basis.
Fail regional assurance process	The council and CCG have worked through the national guidance and requirements to ensure a robust response and that a comprehensive and detailed plan is submitted.
Submitted plan not approved by cabinet.	The director of adults and communities will ensure that cabinet members are provided

	with regular updates regarding the BCF and integration plan 2019-20 throughout the regional assurance process.
Schemes that have investment do not achieve the desired outcomes and impact planned	Implementation milestones and clear outcomes have been agreed for each scheme, the delivery of which will be monitored on a regular basis by a dedicated project manager and reported to the better care partnership group.
	Existing schemes are monitored on a quarterly basis to ensure key performance ambitions are achieved. Evaluations of iBCF schemes are currently being collated.
Increasing demand due to the demography of expected older age population could outstrip the improvements made.	A number of the schemes support both prevention and the urgent care parts of the system to spread the risk. In addition, the local authority is leading development with communities and implemented strengths based assessments to reduce demand where possible.
Failure to achieve national metric ambitions	A robust process for monitoring activity on a monthly basis is in place and will be monitored through the better care partnership group and escalated to the joint commissioning board when required.

Consultees

35. The director for adults and communities confirmed the content of the BCF and integration plan 2019-20 on behalf of the HWB prior to the national deadline of 27 September 2019, following consultation with the chairperson of the HWB and with the agreement of the accountable officer at the CCG. Views were sought from key stakeholders from across the health and social care system prior to submission, including Wye Valley NHS Trust and Herefordshire CCG.

Appendices

- Appendix 1 Herefordshire's BCF and integration plan 2019-20 submission (agenda page 65)
- Appendix 2 2019-20 better care fund policy framework (agenda page 91)
- Appendix 3 Better care fund planning requirements 2019-20 (agenda page 103)

Background papers

None.